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FOUNDATIONS FOR TOMORROW

THE family is on the way out" is a statement that can get a rise out of any group in Canada or the United States. A surprising number of people will take the affirmative. With one in three American marriages ending in divorce at the present time, and a marked increase in Canadian divorce statistics, this concern and insecurity is inevitable. Furthermore, it is healthy because people worry about cracks in the foundations only when they have a deep-rooted affection for the values which the institution holds for them.

Pioneer days when families had to work together as a unit are recent enough to colour the thinking of those who prefer yesterday to tomorrow. Incompatibilities of temperament existed then but had little elbow room. Hard work and trust in the Lord were the best forms of social insurance and guaranteed to see people through most things. If something went wrong it was thought to indicate a flaw in the individual. The community certainly was not to blame, although, where need existed, an amazing amount of kindness and neighborliness was mobilized for an ambulance job.

The economy of society changed in many ways. More people lived in cities and worked in industry. More liberal ideas meant more opportunity for people to move around and test new ideas, new occupations and new places. Women saw new careers open to them as the idea that homemaking was the only fit activity for them was relegated to the museum. Mechanization of the home was inevitable and the trend to bigger and better electrical appliances was fanned by advertising. New avenues of recreation began to open up and the possibilities of fun within the family, or as a family, were more easily overlooked. New political and social theories pushed responsibility for the health and welfare of the people out beyond the community to the wider community of the provinces and the federal government.

Against this background set the last depression and think of what it did to family life. In 1936, a tenth of the total population was in receipt of direct relief. Many more clung to the thin edge of nothing and exhausted credit, savings, and insurance, while they existed on the low wages of intermittent employment. Men lost status as the family provider; their wives went

to work; children left school and added to the stockpile of unskilled labour. Schools closed, adding unpaid school teachers to the unemployed, and municipalities went bankrupt from relief expenditures. "Hidden costs" in damaged health, personal unhappiness and frustration were astronomical. Thrift paid only temporary dividends, and the queues at the relief office continued to lengthen. Children grew up, married and started their own families, with perhaps five to eight years of a background guaranteed to make them pessimistic about the established order.

Just as prosperity was in sight, war created a new kind of disruption. Men and women of all ages became part of the armed forces, and established family ties were often badly strained. New and unstable marriages had a high casualty rate as nomadic wives followed their husbands from city to city, or entered factories which were clamouring for workers regardless of age, sex or experience. The needs of children often got lost in the shuffle. Young people earned higher wages than their parents ever thought of. Some seized on the training and opportunities of the Services so magnificently that they rose to responsible and well paid rank. They lived at close quarters with new acquaintances, new countries, and new philosophies. Without always being able to acquire the best of the new, people felt less secure and comfortable with the old, less respectful towards the status quo. The future looked like a gigantic question mark.

That all this should be reflected in family life is inevitable. "No man is an island" is even truer now than it was in Donne's day, and we cannot expect a complex institution like the family to adjust to the social diet of the last twenty years without some difficulty and a good many casualties, but we can help create an emotional climate where this adjustment can proceed in a constructive way. We can demand that social security in its broadest aspects be made available to all, that health and welfare services shall not only be tailored to meet special needs, but organized on a preventive basis.

Social work knows a great deal about "problems" but that knowledge is not well mobilized for the strengthening of every family before its problems develop. Pre-marriage and post-marriage counselling, as outlined by Dr. Popenoe, is one way of doing it. Nursery schools and Home and School activities are another way of using a great body of tested educational material to help parents and children approach the problems of living in a more adequate fashion. Social agencies need to be more articulate about what they know.

War is said to start in the mind of men from the accumulated aggressions and hostilities which the individual has not learned to handle. The place where he learns to handle this is in the family. If we give it a chance it can do its job. The current divorce statistics may be disturbing but if we act constructively now we can count on the Canadian family as the greatest asset of the Canada of tomorrow.

Marriage Counselling

by

DR. PAUL POPENOE

MORE than ten million married couples or twenty million individuals in Canada and the United States are definitely in need of help to make their marriages more successful. The excessive and rapidly increasing divorce rate is sufficient testimony to the urgency of this need, and the failure of society to meet it.

Yet there is much marriage counselling going on. The difficulty is perhaps less in the amount done than in its quality. In fact, complaints come from every side as to the relatively unsatisfactory nature of the current marriage counselling on this continent. Bearing in mind its large scale, one may well believe that its general level is lower than that of any other type of counselling.

Counselling is going on, now as always, not merely by the neighbour over the back fence, but by professional groups with widely different backgrounds. Clergymen are invariably called upon for this purpose. Many physicians are expected to do family counselling. Lawyers often find it part of their daily work. Nurses, teachers, operators of beauty parlors, and members of a dozen other profes-



DR. PAUL POPENOE

sions, not to forget social workers, are counselling husbands and wives.

Counsel the Marriage

Can any common formula be discovered in such widely differing procedures? The only thing that many of these persons have in common is that they are attempting to help someone make a marriage more successful. If one recalls the wide range of problems encountered in marriage, almost co-existent with the problems of life itself, and if one recalls the wide variety of persons found in marriage, it will be evident that no single or simple formula can be expected to suffice. There is however, one distinction that should be borne in mind, but is often overlooked. Marriage counselling involves counselling the marriage

rather than the individual. Unless this is done the counsellor is not doing marriage counselling. He is merely counselling an individual who, among many other attributes, is married.

It seems to me the failure to recognize this distinction is at the root of a very large part of the bad counselling which is continually seen. From this point of view, a less equipped person who concentrated on the marriage might do better marriage counselling than a better equipped person who concentrated on the husband or the wife. But if good marriage counselling is to be done in this way, it requires much wider teaching in and out of the schools of what marriage really is, of its importance to society as well as to the individual, and of the factors which go to make it successful.

Since no profession gives its time entirely to marriage, it follows that marriage counselling cannot be considered the private property of any one group. It is something apart from all other types of counselling, and must be approached as a definite procedure in itself. For the same reason, namely, the lack of any profession dedicated specifically to dealing with marriage, it follows that most marriage counselling is incidental to something else. The clergyman will make it incidental to the conduct of his church. The nurse will make it incidental to the care of the sick. The social worker will make it incidental to the practice of a highly complicated profession.

10 Million Marriages

In a sense this is as it ought to be. Contemplating ten million marriages to be helped immediately and several hundred thousand more coming along every year in need of attention, no one can possibly believe that a few thousand members of any one profession can meet this need. Family life can prosper only if marriage counselling is spread much more widely than at present. We need higher standards and better achievement which can be progressively attained. A relatively small number of experts, among whom ideally every social worker should be counted, should take the lead in setting standards, disseminating information, and serving as "court of last resort" to whom the most difficult cases can be referred. But it is out of the question for any one profession to meet the entire need.

Many of those to whom the public looks for marriage counselling are, as noted above, actually not particularly well qualified. This observation applies even to many psychiatrists, who have had no training which prepares them to understand the biological and sociological backgrounds of the family, its economic, psychological, and religious problems, and the minor day-to-day adjustments which have to be made. Of all those who might be named, social workers would probably be expected to have better all-round qualifications for marriage counselling than any other single group. It is worth inquiring then why the public has not turned to them

more immediately and unanimously for this purpose as the need for marriage counselling has come more and more to be recognized in the last few years. I can report only such comment as I have heard in the United States. Social workers are able to judge for themselves whether any of the objections are well-founded, and if so to what extent.

1. Many persons refuse to look to case-work agencies for help with marital problems because these agencies are in their minds associated with down-and-outers—the “submerged tenth”. They refuse to believe that they should be so classified.

2. Even when the agency has a great deal to offer, it is often handicapped by its location, which may be in a building with other social agencies that have not been sufficiently well financed to create for themselves surroundings that have a prosperous and cheerful appearance. “I refuse to sit on a wooden bench and inhale disinfectants for an hour while waiting my turn for counselling,” said a woman to me, “even if I know that the counselling I get at the end of my wait will be good.”

3. Many people allege that social workers have come to depend on authority given them by law or on leverage which the distribution of financial relief provides, and therefore do not adjust themselves easily to a voluntary clientele of a higher socioeconomic level.

4. There is complaint that a large number of the social workers are unmarried. Clients say they do not have the same confidence in marriage counselling from such persons as they would from a counsellor who is herself happily married. Even if merely a rationalization, there is widespread tes-

timony in the United States that this form of “sales resistance” is becoming stronger each year.

5. The financial arrangements of some case-work agencies have proved to be a handicap. If the agency is making no charge for its services many potential clients look on it as a charitable organization, and feel that they do not belong there. If clients do go for help but pay nothing for it they are more difficult to help. They tend to value it at what it cost them, namely nothing! On the other hand, many case-work agencies have attempted to meet this problem by establishing a sliding scale of fees, offering help free, part paid, or fully paid, according to what they think the traffic will bear. This arouses still further resentment on the part of some persons, who would prefer a transaction in which every client paid the same.

6. There is widespread complaint about the administrative limitations of social work agencies. Clients call for help or are referred, only to learn that they are not eligible because they live on the wrong side of the street and are “not in our district.” Other agencies have limitations of religious affiliation or some special requirement as to the presence of minor children in the family. All this is perfectly logical or necessary from the point of view of the agency and the Community Chest, but simply creates more confusion and resistance on the part of the public.

7. Finally, many public welfare agencies who may be consulted have still to apply a means test to applicants, regardless of their problem. They make painstaking inquiries from the client as to how much his earnings have been during the past year, and may refuse to advise him on the ground that he is not eligible. This is still necessary in many tax supported agencies, but

merely another cause of irritation on the part of some would-be clients.

Expanded Case Work Service Needed

The result of such conditions has been to prevent many case-work agencies from being as widely useful as they had hoped to be. It would seem to a layman like myself to be desirable that case work agencies establish some basis on which they can reach a much larger proportion of the public with their services. This transition cannot be made rapidly, and in some communities agencies will have to be prepared for a relatively long period of re-education of the public.

Establish Standards

Meanwhile, however, they can sometimes be more active in helping to establish proper standards of marriage counselling. In view of the enormous need for such counselling, and the fact that no community has enough trained social workers not otherwise engaged to meet one-hundredth part of the real need, it would seem that this might often be the most useful procedure at the present time. For example, a case-work agency might offer its services to the courts, with the suggestion that in case of doubt couples be referred to the agency for help, rather than being shoved through a legal process of divorce. The results would be far-reaching, if the agency could demonstrate a relatively high record of success over a few years with such material (and there is good reason to think that this might be

done). It would be first-page news in every town in North America.

Train Volunteers

Beyond this, it seems to many of us that social workers might well train more volunteers in this form of counselling. I realize that this raises a very delicate question professionally, and certainly social workers are entitled to maintain their own standards as a profession, but in many parts of the United States the success of volunteers during the war has led to a more favorable view of their possibilities. At the American Institute of Family Relations we have found that excellent marriage counselling can be done by many volunteers, particularly mature married women who have had good training in the past and who do not want a full-time job but do want an opportunity to make themselves useful and get self-expression along with their work as home-makers. Every community contains some potential volunteers, not only among the women who were social workers, personnel workers, or psychologists before their marriage, but ministers, doctors and lawyers who could contribute a great deal as consultants in their special field.

Lectures on Successful Marriage

Social workers, it seems to me, might also be much more active in lecturing before community groups of all sorts to explain the basis of successful marriage and the principles on which unsuccessful marriage should be attacked.

Since all studies have shown that similarity is to a large extent

the basis of success in marriage, this fact should be emphasized in dealing with the public. It does not mean that husband and wife must have everything in common. Such a combination would probably bore both of them. Perhaps the ideal of marriage is more nearly like the basis of friendship between Bright and Cobden, great English statesmen of the last century, who were said by a biographer to be "Enough alike for sympathy but not enough alike for boredom". Above all it is necessary to repudiate the common plea of persons heading for divorce that "We really haven't anything in common." This is always a lie and a big one, because actually they have almost everything in common. What they mean is that they have picked out a few things in which they differ and magnified those to the extent of obscuring all the many things they have in common. But one may conveniently begin by considering any harmful differences (particularly mere differences of attitude) that exist, and helping to build up greater similarity, greater like-mindedness in them.

This involves the individual's whole attitude toward marriage, toward the place of woman in the home, toward ideals of family life. It requires sufficient understanding on the part of fathers to appreciate the education in child training which mothers have perhaps had in school, so that father and mother can agree as to the management of the children. It involves considering recreation, handling of

finances and treatment of in-laws, with a view to building up agreement on them. It frequently involves sexual adjustment. The difficulties in marriage are usually not the outcome of any differences in traits or characteristics. They are the result of a collision of wills. It is at this point that a good deal of re-education may be necessary.

After building up as many similarities as possible, the counsellor will then help husband and wife to adjust themselves to the residual dis-similarities. For this purpose adjustability might be considered to be a combination of insight and motivation.

Insight

Insight results from a knowledge of the dynamics of human nature, in which most people are remarkably deficient, thanks to the way in which the schools ignore this important subject. Sometimes what is necessary is to help one partner understand that the other is not behaving in a given way out of mere "orneryness," but simply because that is the peculiarity of the entire sex. Many a man is trying to punish his wife for supposed individual sins which are actually not individual sins but normal characteristics of every female. Again a wife may be expecting her husband to behave like an extravert merely because her own father was an extravert. When it is pointed out to her that her husband is an introvert and certain to behave differently she gets an entirely new insight into the significance of what she formerly thought

an individual problem. There is no limit to the amount of education that can be done for this purpose, and clients are usually enthusiastic about it.

Motivation

Insight is of no value unless there is motivation to use it. For this purpose the counsellor must at the outset sometimes be more aggressive in marriage counselling than in individual counselling. Since the break-up of a marriage is essentially a confession of inability to live at an adult level, and often has serious effects on children as well, the client may legitimately be urged to consider all possibilities, to think the subject through before making so important a decision. There are many forms of motivation which lead to a willingness to make the effort necessary to succeed in marriage. The determination may arise from religious considerations, from the interests of children, from pride, from economic prudence, or merely from genuine though concealed love of the partner. No counsellor need apologize for encouraging a client to make a real effort to succeed in marriage before admitting failure, and the public in the United States at least is becoming thoroughly disgusted with the negative attitude of some persons to whom marriage counselling is often entrusted and whose imagination does not seem to be sufficient to suggest any other "solution" than adultery on the one hand or divorce on the other.

Marriage counselling requires

unusual patience and persistence on the part of the counsellor. Much of the unsatisfactory counselling is due either to ignorance, to laziness, or to a Jehovah Complex on the part of the counsellor, sometimes to all three. While we are working for higher standards of competence in counselling, every one of us can afford to examine his own conscience frequently from this point of view.

Three Approaches

In practice of course the counsellor may push along all three of these lines simultaneously, that is he may be at the same time helping the husband and wife to build up greater similarities, to get more insight, and to increase their motivation toward success. It is essential, however, that the counsellor have a plan on which he is acting and many counsellors do not take the trouble to form one. They simply drift along with the tide, hoping that the situation will cure itself. Franz Alexander has recently declared that some psychoanalysts proceed on that principle, which may be one of the reasons why psycho-analytic therapy has been unsuccessful in so many marriages.

One is Enough

Many failures in marriage counselling are also associated with the idea that it can be done only when husband and wife are both willing to work on it. This misconception argues ignorance of the essential nature of marriage counselling, or else is a mere rationalization to

cover the counsellor's laziness and unwillingness to tackle what may look like a long hard job. Better counselling can usually be done if both husband and wife can be seen (separately of course). The policy of many psycho-analysts and of most practitioners of "non-directive therapy" in refusing to counsel husband and wife simultaneously handicaps them for this type of work. But good results can be got in a large number of cases even when only one partner is seen, and the other perhaps does not know of the counselling. The counsellor's own experience will help him to interpret what the individual tells him. He will keep his eye on the marriage, not on the individual, and he will work through the individual to the marriage.

There is no substitute for ex-

perience, and a thorough understanding of the psycho-dynamics of marriage. On the other hand, the possession of a college degree does not guarantee either of these prerequisites, much less does it guarantee a good personality, empathy, and ethical standards. Social workers can do much counselling themselves, but in the long run perhaps the greatest service they can render to the public is in helping others to understand the bases of marital adjustment. A social worker might train a score of community leaders along this line in the time which she would give to deal with a single difficult case herself. The public is bewildered by the rapidly increasing break-up of marriage, and is ready and eager to accept such leadership.

Annual Meeting, Canadian Welfare Council

The 27th annual meeting of the Canadian Welfare Council will be held in the General Brock Hotel on May 7th and 8th. The first day will be devoted to workshop sessions on the following subjects:

Some Major Issues Facing Community Chests and Councils

Public and Private Responsibilities and Relationships in Recreation

Present Policies in Casework Agencies under Scrutiny

The second day's meetings will include consideration of the proposals for expanding the Canadian Welfare Council's services; a panel discussion on *Next Steps in Canada's Social Security Program*; and an address by the Honourable Paul Martin, K.C., Minister of National Health and Welfare.

Reservations should be made with the General Brock Hotel immediately.

WIVES ON THE MARCH



During the past two years or more Canada's population has been increased by the arrival of some forty thousand dependents of Canadian servicemen who married while on duty overseas.

The largest proportion of these marriages took place in the United Kingdom among women from English, Scottish, Welsh and Irish homes—homes which during the war years were subjected to dangers, hardships and inconveniences greater than it is possible for some of us to appreciate.

A varied service was given to these wives and children both before and during their repatriation to Canada, and a warm and carefully planned reception was afforded them upon their arrival, not only at the port of disembarkation but at their respective destinations. Now, Canada is faced with the responsibility and, in some cases, the problem of helping these new citizens to adapt themselves to their homes, the Canadian way of life, and in many instances to their husbands who during the married years overseas were too often just visitors on leave in the home of the wife's parents.

To some who have worked in this field, it does not seem wise that these dependents, whether husbands be discharged from the Services or not, should continue to

by EILEEN B. GRIFFIN

be treated as favoured guests. On the contrary, the sooner they become part of their community and, as Canadian wives and citizens, contribute towards the life of that community the better. A logical corollary to this conviction is that those who, because of personal or domestic difficulties, need advice or assistance should be considered a community responsibility and treated, in accordance with the services available, as any other problem case would be.

However, the fact remains that there are many features which aggravate the difficulties these wives from overseas are experiencing and, while this is not a plea for over-indulgent sympathy, it is a suggestion that for a time at least a certain degree of tolerance and understanding be introduced into the methods employed in helping these families with their problems.

It is realized that family welfare bureaus and children's agencies throughout Canada, since the advent of these new citizens, have had some increase in case loads. It is also appreciated that the caseworkers themselves have been sorely tried by the difficulties presented. There may indeed be some who feel none too kindly disposed towards the Canadian Wives' Bureau in London, England, which hastened these "problems" on their way! It was

often very difficult to know what advice to give. The personnel of the Bureau had no authority, of course, to argue for or against a wife's departure to Canada, provided her passage documentation was completed. Even though settlement arrangements in Canada were considered satisfactory, there could be no guarantee of this for any length of time; and looking into the immediate future of some of the wives with their in-laws or for that matter with their husbands, no very bright picture could be conjured up.

Housing difficulties, for instance, were a major deterrent to harmony on both sides of the Atlantic. Was it wise to suggest that wives who were waiting for husbands to establish independent homes in Canada, remain for the time being with their own parents who were stretching the capacity of their houses to accommodate several married members of the family, not to mention grandchildren? Was it preferable to proceed to in-laws who were none too well able, no matter how willing, to accept the responsibility of daughters-in-law whom they did not know? Too often the wives thought of Canada as the escape from all their difficulties, only to find similar difficulties could exist in the new land.

There were numerous cases where marriage had taken place with the disapproval of the parents—a disapproval which was carried over to the dependent while she was awaiting passage to Canada. Not all potential Canadian husbands appealed to the parents as

“glamour boys” even if they looked that way to the daughters. It was not the mothers and fathers who were being entertained on the so-called “high pay” of the Canadian servicemen. Furthermore, it should be remembered that while Canadians on the whole were held in high esteem in Great Britain, there were some who were not.

Then again, there were parents who thoroughly approved of their sons-in-law but were resentful of their daughters making their new homes in Canada which geographically seemed remote. There were many instances of official mail being intercepted by mothers who did not wish their daughters to receive their sailing instructions.

In some of these overburdened homes many expectant mothers were being encouraged to have their confinements. Hospitals and maternity homes were full, many had been bombed; doctors and nurses were at a premium and facilities generally were limited. One of the highest priorities was given women who were pregnant and if they were willing, every effort was made to arrange passage for them before they were six months advanced in their pregnancy. This policy was adopted not only to relieve the hard pressed British medical services, but to provide the expectant mother with greater nourishment and in the earlier days of repatriation to remove her from the dangers of enemy action.

For a number of compassionate cases which were deserving of high priority and early passage, the new

land offered happiness and security. It must be mentioned that there were perhaps an equal number of marriages which it could be seen were destined to disaster in Canada. However, according to the regulations, if the Canadian Immigration Authorities approved settlement arrangements and provided the dependent complied with the existing regulations she could not be refused passage even though the marriage seemed to be tottering on a somewhat uncertain foundation.

Many were the arguments for and against the desirability of granting passage to a wife who, knowing of the risks, was determined nevertheless to proceed to Canada to try her luck. Some felt that if a husband indicated his unwillingness to establish a home and resume married life in Canada, the wife should be encouraged to remain in the United Kingdom where at least she was familiar with the ways of her own country even if she were not happy at home. Others were strongly of the opinion that because a Canadian had married her and had thereby made her a Canadian national, she had a right to be given entry and that if she required assistance, Canada should be prepared to help where the husband had failed to do so. The latter argument won out and, as many case working agencies know, there are wives who having earnestly tried to reconcile marriages which they knew to be breaking before they came, have had to adjust themselves to a new status and seek employment so

that they might support themselves and sometimes their children.

This is not the time or place to refer to the families who have failed to "make the grade" and have returned, or are returning, to Great Britain. That is a subject in itself and in any event no longer is the responsibility of Canadian social agencies. It has been said that out of sheer gratitude and thankfulness, dependents who have experienced shortages, discomforts and inconveniences before leaving Britain should adapt themselves to their new homes and settle down. That, unfortunately, is more easily said than done. Furthermore, all the material attractions Canada has to offer cannot overcome the inevitable and natural nostalgia which many of the wives are suffering during the first few months.

Social workers see the maladjusted cases, the unhappy, restless wives, the broken marriages and the homeless children and naturally become disheartened about the success of overseas marriages as a whole. This is because the satisfactory situations do not come to the attention of caseworking agencies, nor do they make "front page news". Among so great a number of overseas marriages there are bound to be a proportion of failures, but alongside those failures there is a large number of successfully transplanted wives establishing happy, normal homes, contributing towards the progressive activities of their communities and gradually becoming good new Canadian citizens.

Immigration

THE following resolutions were adopted at the third annual meeting of the Canadian Council of Churches, held in Quebec City, November 14 and 15, 1946.

"CONCERNING IMMIGRATION, REFUGEES, DISPLACED PERSONS, etc.

This Canadian Council of Churches urges:

1. *Assistance and encouragement by Government of immigration to Canada of the relatives of the war brides of our overseas men now settling in Canada.*

This Committee is of the opinion that such immigration is a natural sequence of the settlement in Canada of the war brides, reported as between 45,000 and 50,000, that it will, generally speaking, comprehend most desirable types of citizens, of varied occupations, who, with relatives already in Canada, have some inclination to emigrate and who will be more easily integrated into the life of the country:

Further, in this as in all potential British emigration, the Committee expresses the hope that the Canadian Government will accept, and give publicity to its acceptance of, the fifty-fifty financial arrangements offered by the British authorities for the transportation and settlement of their emigrants to the overseas Dominion.

2. *Continued generous interest in, and support of, the solution of the problem of refugees and displaced persons from Europe:* that, without waiting for final decisions and actions by the International Refugee Organization under the United Nations, Canada should outline and pursue a bold policy of selection and assistance to a large quota of such groups: this on humanitarian grounds as well as to both assist the

development of Canada and to aid in the establishment of peace in Europe and the world.

As part of this proposed reception of Refugees and Displaced Persons, and as an immediate undertaking, that Canada should receive the balance of the 4000 Polish veterans already agreed upon, and a token group of 2000 persons of Jewish faith and 8000 persons from the Baltic states and Mennonite groups.

3. That the Canadian Immigration Laws and/or regulations be so amended as to enable East Indians, with proper safeguards, to enter Canada, and that East Indians now residing in Canada be given rights of Canadian citizenship with the privileges pertaining thereto.

4. Further revision of the present laws and/or regulations regarding immigration, and the announcement of a ten year policy of generous immigration up to the progressively absorptive capacities of Canada, having in view her acknowledged expanding industrial and commercial position among the nations and new scientific factors of development.

This Council is of the opinion that, without prejudice to the reception of a generous quota of refugees and displaced persons, emphasis in the general policy of immigration should be placed upon movements of British and Northern European groups when available.

5. That a Department or Inter-Departmental Committee should be set up for planning, and for the implementing as early as possible of these policies, and in the light of past experience to study and make the best arrangements for the integration into Canadian life of these various groups

of immigrants, whether in rural or urban areas and occupations.

This Council is of the opinion that such a Departmental Committee should associate with itself representatives of the Churches, Industry, Labour, Agriculture and Education.

The Council is of the opinion too, that the early interest of Provincial and Municipal authorities should be secured, and their co-operation as well in the settlement and integration of all immigrants into Canadian social and economic life.

REHABILITATING THE DISABLED

BRTAIN is making good progress in fitting disabled persons for jobs and in finding jobs for them, according to a report published November 18 by the Standing Committee on the Rehabilitation and Resettlement of Disabled Persons. This Committee, appointed by the Government in January, 1943, co-ordinates the work of departments responsible for rehabilitation and resettlement throughout the country.

There has been a notable increase in the number of hospitals possessing all facilities for rehabilitation—from 48 in 1943 to 204 in 1946 in England and Wales alone. The report indicates that special consideration must be given to psychiatric cases, perhaps the most difficult of the resettlement problems. Accordingly, two centres are being established for experimenting with these cases—one for England and Wales, and one for Scotland. These will supplement already existing facilities in these areas.

A register of disabled persons has been maintained by the United Kingdom Ministry of Labour for over a year. In order to be eligible for the employment program under the Disabled Persons (Employment) Scheme, over 600,000 people registered up to the middle of August of this year. Employers with twenty or more persons on their payroll are now required to employ a designated number of disabled persons. The percentage is 3% of the total payroll, and the report does not rule out the possibility of an increase.

Some of the disabled find employment with a minimum amount of rehabilitation. The employment and training needs of the more seriously incapacitated, who require sheltered conditions for working, need special attention. The main responsibility for this group will belong to the Disabled Persons Employment Corporation, under the chairmanship of Lord Portal. This committee has a program of fifty special factories, three of which have already been opened, for employing those people who cannot work in a normal factory situation.

Certain types of the physically disabled also need specialized care. Experiments with paraplegics—those paralyzed from the waist down—have shown that they can assume jobs under carefully planned conditions. The Ministry of Pensions is establishing two hostels where the Ministry of Labour can train a total of about 130 paraplegics in a controlled situation. The training of blind adults was also taken over last April by the Ministry of Labour; at a time yet to be decided, the Ministry will begin to give financial assistance to workshops for sightless persons.

The Government's decision to retain the standing committee indicates the importance attached to providing the disabled with all possible assistance in living fully and usefully.

—*Monthly Commentary*, United Kingdom Information Office, January, 1947.

Our Disabled Citizens— What of Them?

THERE is a challenge abroad in Canada. It is the challenge of tens of thousands of physically disabled citizens, who cannot now enjoy socially and economically useful and independent lives. The complete services necessary to this end are available to only a few among their number. It is a challenge, and its reality and import should be clear to all interested in social work in its broadest aspects.

From time to time we become aware of new problems in human welfare. Sometimes the problems are truly new, the result of sudden stresses. Such was the problem of the single transient during the depression. Sometimes these problems are age-old and are thrown into sharp and sudden relief by the focusing of new lights upon them—the new lights of a broadening social outlook, or of new found knowledge.

Until quite recently, the unfortunate situation of the disabled was accepted unquestioningly, even fatalistically. But we have progressed too far to dismiss the challenge so easily. What has always been, is not the criterion for what is yet to be.

Rehabilitation is certainly not a perfected process. Nevertheless, enough experience has been gained, enough knowledge has been

by Edward Dunlop

The Supervisor of Casualty Rehabilitation, DVA, outlines the answers.

gathered, and enough statistics collected, both here and abroad, to demonstrate beyond the shadow of a doubt that the rehabilitation of the disabled is perfectly feasible and is to the social and economic advantage of the whole nation. This being so, we must concern ourselves with two main questions. First, what actual form of program is required? Second, what sort of action should we take to bring such a program into being?

Background

In order to answer the first question it is necessary to review the background and the present situation. The needs of disabled people can be stated simply. Physical disability may have a very marked effect upon the vocational and social life of the disabled person. Unemployment, or employment far below their proper level of attainment, are common problems facing disabled men, women and their families. Viewed as a whole, this failure to utilize correctly a precious national asset

—manpower—leads to serious economic waste, reflected in lost productivity, lost consumer purchasing power, unnecessary public welfare charges, and in privately borne charges for the support of relatives—crippling to the average income. Losses of this kind can be measured in dollars. But how are we to measure the anguish of the disabled man who, through his dependency, feels himself little more than a millstone to his family?

180,000 Disabled Canadians

There is no accurate tabulation of the extent of physical disablement among our Canadian population. By projecting the figures of the United States Public Health Survey 1937, we find in Canada approximately 180,000 seriously disabled persons of working age and with disabilities sufficiently serious to constitute a personal vocational problem. Some of these people have, of course, sufficient resources of personality and finance to accomplish good or fair vocational adjustments. Nevertheless, judging from and further projecting more recent studies by the United States Office of Vocational Rehabilitation, it would appear that something over 100,000 of these people needed vocational rehabilitation services even at the peak of wartime employment, due to failure to develop their employment potential. If you think these figures too great, pause to consider a few isolated facts. There are over 11,000 Canadian hospital beds devoted to the treatment of tuberculosis; there are between 250 and

400 epileptics per 100,000 of the population; the Director of Medical Services of the Department of National Health and Welfare estimates that there are some 50,000 crippled children, who will come on to the labour market as they grow up, and a Dominion Bureau of Statistics' survey indicates that there are over 6,000 deaf mutes, let alone those who have a serious hearing loss.

Employment Not Subsidy

The true aim of service to the disabled is their restoration to a happy and useful working life, and to a happy and satisfying social life. They do not want palliatives, nor would they benefit by them. Their lack of income is but a symptom of their condition, and they do not want the symptom treated through a subsidy for their idleness. The root cause of their problem is their inability to work, and it is this which must be treated by the provision of services which will render them employable in fair competition with their fellows.

Rehabilitation is the process of restoring the disabled to the optimum of physical, mental, social, economic and vocational adjustment. Assuming that medical services are generally speaking quite adequate, it is easy to identify the other services which are now missing. Most important among these are counselling and vocational guidance, vocational training, and employment placement and after care. These may be called the primary services of vocational rehabilitation. They are by no means independent of, and should be

closely related to, medical services and other special provisions. Among these latter are adequate financial protections during the adjustment period, the provision of artificial limbs and appliances, psychological and social measurement and adjustment services, and the consultant services of all specially skilled or professional groups.

For success, it is essential that the primary services be provided by one agency, and that the services to each individual be rendered by one official. This official may be called the "Rehabilitation Counsellor", and his services should commence as soon after diagnosis as is medically permissible and should not cease until the disabled person is socially and vocationally restored. He must have a continuing responsibility to his case load and operate on a true case work basis. He must have a sound knowledge of the medical and emotional aspects of disabling conditions, of vocational guidance, of training resources, of labour and employment conditions, of the principles of social case work, and of the resources and limitations of other professions which may be brought in in a consultant role.

Such an agency should utilize the services of existing institutions. The majority of the disabled can, for example, be trained with only slight modifications of ordinary vocational and job training methods. Although this kind of agency could meet the needs of the majority of disabled persons, there will be, nevertheless, a certain

number of disabled persons whose needs could not be met through it. The problems of some disabled persons are so acute as to require combined medical, psycho-social, and vocational treatment in the controlled environment of a special rehabilitation centre. Others—and they are a relatively small number—will never be able to compete for employment in normal labour markets. These will require home industry, or supervised employment under economically sheltered conditions. Other special groups have their own peculiar needs, which must be specially met.

Before discussing how this pattern can be formed into a suitable program, we should first examine what has been done here and abroad.

U.K., U.S., Australia

The United Kingdom, the United States, and the Federated Commonwealth of Australia have recognized the economic and social gains to be derived from an adequate program of rehabilitation for their disabled. They have accepted rehabilitation as the responsibility of the state, have passed legislation for the provision of rehabilitation services to all disabled persons who may need them, irrespective of the source or cause of their disability. In short, these services are regarded as a right of citizenship.

It is interesting to note that Britain's Disabled Persons Act, 1944, and the Australian Rehabilitation Act make relatively little distinction between disabled veterans and disabled non-

veterans. The United States Public Law 113 has brought new life and vigour to rehabilitation in that country. It is concerned with the rehabilitation of disabled non-veterans, and was passed at the same time as Public Law 16 which provides for similar services to veterans.

It is an unfortunate thing, and something of a reflection upon our Canadian social consciousness, that these services are available to Canadian citizens only in so far as they are representative of a particular class such as the blind, industrial accident victims or disabled veterans. They are not available to all disabled Canadians, as they should be, irrespective of category and in accordance with need.

Canada

Here in Canada, the Department of Veterans Affairs provides a new and improving service to disabled veterans. A few provinces are providing rehabilitation services to industrial accident victims through their compensation boards, some very intensively and others less. A few other provinces are beginning to follow suit. The Manitoba Sanatorium Board has been developing a service for its tuberculous. The Canadian National Institute for the Blind provides a model service to that group. And there, with certain isolated exceptions, it ends. It seems unlikely that these agencies cover more than one-fifth of the disabled needing rehabilitation service. If you become disabled, lack personal resources, and are not so fortunate as to fall into the class

served by one of these agencies, you will have no skilled service to turn to for assistance or advice.

There is one organization which provides a service to the disabled, irrespective of their category. It is the Special Placements Division of the National Employment Service. Unfortunately, it can provide only one of the major rehabilitation services, that of employment placement. The value of this Service is very considerable, but not infrequently it faces an almost impossible task with those clients who need more than placement, and who have not been thoroughly prepared in all areas for the successful performance of a suitable job. The job placement of those incompletely prepared may lead to the impairment of the reputation of the disabled as efficient workers. Undoubtedly, there will always be the need for special placement services in any national employment service, but employment service and rehabilitation service are quite dissimilar concepts, although one cannot function efficiently without the other.

We can now turn to a more definite consideration of the possible form which our rehabilitation program might take.

15,000 Reinstatements the Objective

First and foremost, a National Rehabilitation Service should be created and capable of dealing with at least 15,000 cases a year. It should be a part of appropriate departments of Dominion and Provincial Governments and based

upon a system of conditional grants. It should be nation-wide in character, Dominion-Provincial in operation, and empowered to provide the primary services of vocational rehabilitation. It should be empowered and directed to purchase these or other services from existing facilities wherever possible.

Second, it will be necessary to assist selected hospitals to create adequate rehabilitation departments capable of capitalizing on recent advances in physical medicine and medical-social work. Here again, it would be very helpful if a system of conditional grants could be worked out through existing health authorities. Failing this, the technical leadership of a group such as the Baruch Committee on Physical Medicine could contribute materially.

Third, private agencies, local, provincial and federal authorities should be assisted in selecting the most suitable and urgent objectives in the field of special type services. Among these are services to certain special disability groups, the special rehabilitation centres referred to, and the curative or sheltered workshops. Again I suggest conditional grants if these programs are to develop with the velocity so greatly to be desired.

The necessity for relating this three-point program of service to the work of existing agencies need hardly be stressed.

I suggest a system of conditional grants as a realistic approach to the obvious constitutional and jurisdictional problems involved. Without the financial and techni-

cal participation of the Dominion Government, it is doubtful that an adequate program could be developed in less than a decade. At the same time, without the participation of Provincial Governments, communities, and private agencies, it is doubtful that the program could meet with success.

The administration of grants-in-aid legislation is fraught with difficulties. The character of future Dominion-Provincial relations is not yet known, and it might of course be necessary to revise the above opinion in the light of future developments.

The second major question can now be faced: "How can we bring such a program into being?"

Social action usually springs from the general recognition of human needs, and acceptance of the fundamental principles of the system through which they can be met. It is necessary, therefore, that all leading groups and members thereof accept some collective and personal responsibility for phrasing the needs of the disabled, for advocating proper solutions, and for aiding public opinion to crystallize. On the basis of crystallized opinion, governments can act.

The public weal and the public interest go hand in hand with self-interest. It must be shown how the self-interest of every group and of each individual is served by a positive interest in rehabilitation. To the taxpayer we can demonstrate a program which is tax-saving. Since 1943—the year in which United States Public Law 113 came into force—123,422 dis-

abled persons have completed their rehabilitation.

Average Cost

The average cost of rehabilitation was \$300 per case. Contrast this with the recurring costs of from \$300-\$600 a year to maintain a person in idleness. Of those who applied for service in 1945 alone, 79% were unemployed. Before rehabilitation they received wages and subsistence of approximately \$12,000,000 a year from odd jobs, relatives, friends or public relief. After rehabilitation, they became self-supporting, earning at the rate of \$73,000,000 a year, or an increase of more than 600%, with an average salary rate of \$1,764. In order to deal with the annual increment of disabled persons, and make at least some cut into the unserved back-log, the U.S. Office of Vocational Rehabilitation has set itself a target of at least 150,000 successfully rehabilitated cases in the year 1947.

A very fine start could be made in Canada with a program costing some five million dollars. This is

relatively little in comparison with some recent social legislation, and further it would be self-liquidating.

For the medical profession we can outline a program which is the logical conclusion of their treatment, and would be a new discipline at their command. For the worker we can indicate a new source of consumer-purchasing power, and a protection for himself and his family from the adverse effects of disease or accident. For the employer we can emphasize a reduction in public debt charges, a source of efficient and safe employees, and a whole new group of people suddenly enabled to buy his goods.

Canada now can profit from the example of other English-speaking countries, from their experience with broad new programs and her own more limited experience. Let it not be said that we failed in expressing the rehabilitation problems and the means of their solution. The disabled have suffered in one tussle with life. They merit the opportunity to stage a valiant return engagement.

PHYSICALLY HANDICAPPED WORKERS PROVE EFFICIENT

THE Special Placements Division of the National Employment Service now has a stronger argument than ever in its efforts to obtain employment for physically handicapped workers. A recent Labour Department survey of 467 Canadian firms shows that their 2,315 physically handicapped workers are just as efficient as any of their employees. In fact the "great majority" of these workers—half of them war veterans—are doing as much work as, if not more than, the average normal employee on the same type of job. To make their record even better, this group had fewer unexcused absences from work than physically fit workers; proved on the average to have a lower accident rate and exhibited a considerably lower rate of turnover.

—Canadian Information Service.

Qui est mon prochain?

C'EST l'âge d'or du film. . . . Tout le monde crie à l'éducation par le film, jusqu'aux auxiliaires sociaux!

Depuis longtemps ils souhaitent la réalisation d'un film qui les aiderait dans l'interprétation. Eh bien, ce film a maintenant fait son apparition sur la scène canadienne, et la première présentation anglaise "WHO IS MY NEIGHBOUR" a eu lieu à Ottawa aux premiers jours de février. Les réactions tant des spécialistes que des profanes en service social furent à la fois intéressantes et favorables. La version française du film "QUI EST MON PROCHAIN" sera prête au début d'avril.

Le Conseil Canadien du Bien-Etre Social et l'Office National du Film ont travaillé conjointement à la réalisation de ce film. Un premier projet de scénario fut soumis aux fédérations et conseils d'oeuvres et aux écoles de service social de tout le Canada. Ces organismes, que la réalisation de ce film intéressait particulièrement, eurent donc l'occasion de nous faire tenir leurs commentaires et suggestions, et le scénario fut rédigé de nouveau en tenant compte, autant que cela était possible, des idées suggérées par les oeuvres et des exigences des techniciens réalisateurs.

La version française débute par la citation évangélique: "Car j'ai eu faim, et vous m'avez donné à manger. . . ." Apparaissent ensuite sur l'écran quelques grandes figures du service social canadien et euro-

péen, dont saint Vincent de Paul, Jeanne Mance et Marguerite Bourgeoise, John Howard, Marguerite d'Youville, Frédéric Ozanam, les pionniers de Rochdale (mouvement coopératif), Octavia Hill, J. J. Kelso. Cet aperçu historique se termine par une allusion aux premiers efforts de coordination des oeuvres d'assistance sociale au Canada français: LA FEDERATION DES OEUVRES DE CHARITE CANADIENNES-FRANCAISES de Montréal.

Nous revenons ensuite vers le passé pour contempler l'immensité de notre pays au siècle dernier, le développement de l'économie rurale, puis l'exode des ruraux vers les villes, les changements de conditions de vie qui s'ensuivirent et qui amenèrent la création d'oeuvres de réhabilitation et de formation.

Nous assistons aussi à la confusion que créa la multiplicité des campagnes de souscription, puis l'ordre qui suivit à la fondation du mouvement des fédérations et des conseils d'oeuvres destiné à amener une meilleure répartition des fonds et des tâches entre oeuvres charitables et sociales. Mention est faite du rôle qu'ont joué les bénévoles et le Conseil Canadien du Bien-Etre Social dans l'édification des oeuvres sociales canadiennes. Les divers services fédéraux et provinciaux d'assistance sociale passent aussi sous nos yeux. Tout cet ensemble repose sur cette pierre angulaire d'importance: l'auxiliaire social. La solide formation dont nos

sept écoles de service social essaient d'imprégner à nos jeunes qui se destinent à cette profession est mise en lumière dans ce documentaire. Le tout se termine par la note chrétienne du début.

Ce film est une première réalisation: c'est le premier du genre au Canada et même aux Etats-Unis. Il est digne de l'encouragement des oeuvres qui, nous l'espérons, s'y

intéresseront beaucoup. Le film est de 16 mm. et pour usage non commercial. L'Office National du Film en placera quelques exemplaires chez ses agents distributeurs. Cependant, les oeuvres sont invitées à se procurer leur copie du film, car il est un instrument d'interprétation de service social qui servira des années durant. M.H.

From Wards to Citizens

IN JANUARY of this year the Canadian Welfare Council and the Canadian Association of Social Workers prepared a joint brief on the subject of Welfare and the Indians for presentation to the Special Joint Committee of the Senate and the House of Commons now considering the Indian Act. Both organizations, being especially competent in the field of social welfare services, concentrated on this and included education and health programs only as they were linked with welfare services in a general program of social betterment.

For a long term goal the brief suggested the full assimilation of Indians into Canadian life. This was felt to involve not only admission to full citizenship but the right and opportunity for them to participate freely with other citizens in community affairs. The possibility of achieving this in a single generation was envisaged. The decrease of special services for the Indians was contemplated on a progressive basis as the services

available to the general population would, under the suggested developments, be equally at their disposal.

The nine recommendations follow:

1. The transfer of responsibility for all Indian services from the Department of Mines and Resources to the Department of National Health and Welfare.
2. Acceptance of full assimilation of Indians into Canadian life as the goal of the Government's Indian program.
3. In line with this objective, consultation with provincial authorities regarding the possibility of extending to the Indian population the services of provincial departments of Education, Health and Welfare.
4. If no such general extension of services is possible at the present stage, the purchase of particular services from these departments as well as from private organizations in situations where this seems to be desirable.
5. Appraisal of all present staff members in the Indian service, both at headquarters and in the agencies, and such reorganization as will ensure that

persons so engaged are qualified by training experience and personality.

6. As part of this reorganization the employment of suitably qualified Indian personnel and the adoption of a policy to increase the number of such persons for both administrative and service posts, as quickly as they can be recruited and trained.

7. The employment at headquarters of specialist supervisors in the field of welfare, as well as in such other fields as education, health, agriculture, etc.

8. The employment in each of the Indian agencies of a qualified social worker to direct a generalized welfare program, including child welfare,

family welfare, recreation and community activities. (It will be necessary also to appoint workers qualified to direct activities and services locally in the fields of education, health, agriculture, etc.)

9. The modernization of the educational system on the reserves so as to adapt it more fully to the life needs of Indians and to make the schools an educational and recreational centre for the whole community.

The brief concludes "vision in planning must be combined with energy and patience in execution".

K.M.J.

THE UNITED NATIONS SECRETARIAT— ITS ROLE AND FUNCTIONS

SOME 2,800 men and women crowd every weekday into the converted factory at Lake Success; another 185 work in an environment of altogether greater splendor—according to their colleagues at Lake Success—in the magnificent rooms of the old League Palace in Geneva. Still others work in United Nations offices at Washington, London, New Delhi and Copenhagen, bringing the total membership of the Secretariat to the figure of 2,997.

What do these people do, and what, if any, is their contribution to that world of peace, security, social progress and "better standards of life in larger freedom" to which the United Nations is dedicated?

To carry out the administrative responsibilities of the United Nations; to co-ordinate the efforts of the United Nations; and to serve the organs of the United Nations in discharging their great responsibilities—these are the reasons why the Secretariat was established as one of the six major organs of the United Nations.

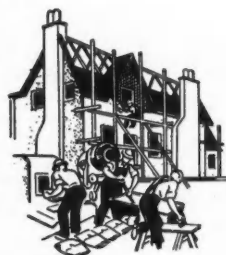
The Secretariat is the agency through which the other organs of the United Nations operate, and put their policies into effect. It also renders assistance to the Economic and Social Council in fulfilment of one of the Council's major responsibilities, viz. co-ordinating the activities of the specialized agencies of the United Nations.

—*Weekly Bulletin*, United Nations, January 21, 1947.

NEIGHBOURHOOD APPROACH TO

Community Planning

by SIDNEY DILICK



Wartime Emergencies

DURING the war there were large scale shifts of population into our industrial centres. Young men and women and whole families came to the war plants. In many families, the father was in the service, the mother was working. Youngsters were growing up more quickly than before. Adolescents were maturing in some respects at an earlier age.

Special services were required to help individuals and families through their service dislocations. Day nurseries were required to look after the pre-school age children of war working mothers. Supervised after-school recreation in day care centres was required for the older children. Many thousands of war workers, including a large percentage of young girls were engaged in shift work which meant that the ordinary recreation facilities of the community were not available to them when they were off shift. Special programs to meet their needs were required. Opportunities for wholesome leisure time activity were needed for teenagers.

To meet these needs, day nurseries were opened. After-school recreation was provided. Teen canteens were organized. Special re-

creation programs for shift workers were planned. In all of these efforts, citizens took an active part with a confidence born of the emergencies of war. Both at the front and at home we had great obstacles to overcome, but there was a determination that they would be overcome.

Canadian citizens reached a new level of maturity, and a new level of patriotism. Thousands in the services were stationed in distant parts of the world and were becoming world citizens. Other thousands, both military and civilian, travelled the length and breadth of the country and discovered Canada.

Citizen Determination

During wartime, we all bent our efforts towards one great goal. Every obstacle was tackled in a forthright manner. At the end was the promise of a better world. With the confidence and determination which Canadian citizens displayed in war time, they are now seeking to overcome obstacles to win the peace. Jobs, housing, health, education, and social services, they know, are to be achieved by working together, and planning together.

This feeling of Canadian citizens is exhibited in the determination

of working mothers that nurseries remain in existence where they are needed and that many of the other services developed in wartime be retained and extended to meet the social problems of the peace. The community centre movement is an interesting case in point. There is a widespread interest all across the country in the development of a centre for leisure-time activities in every neighbourhood and community for all members of the family. The teamwork experience of citizens in the armed forces and in the war plants, together with the comradeship of wartime has left us with a feeling of "togetherness" which is showing itself in many ways.

Community Councils Arising

Community councils have arisen out of spontaneous efforts by groups of citizens to get the community aroused, and something done, about a specific problem. From this kind of experience a broader interest in community problems is sometimes developed and a permanent council is formed representative of all organizations in the community.

Neighbourhood Approach to Wartime Problems

Many wartime problems were dealt with on a neighbourhood basis. Civilian defence committees, salvage collections and other voluntary war efforts were organized in this way, using the local fire-hall, school, or church as headquarters. In community-wide conferences on wartime recreation held in Toronto, Hamilton, Welland, Vancouver, and other cities, it was

found that war workers preferred having their recreation after the work shift and close to where they lived. In many communities there was a growing conviction that the only realistic way of tackling the problems of juvenile delinquency was on a neighbourhood basis. In Toronto, a neighbourhood project for this purpose was recommended by the Welfare Council and undertaken by the Department of Public Welfare. In a survey of *Basic Recreation Services in Toronto 1940-1941*, the Welfare Council found that there were certain areas where needs were more pressing. The neighbourhood approach was adopted and a project initiated in the Perth-Royce area. As a result of both the Perth-Royce and Public Welfare projects, a community council was developed in each neighbourhood.

Community Centres

In many parts of the country interest in community centres has resulted in committees, associations, or councils which bring together representatives of the community to plan for a community centre. Many of these citizen groups have become interested in community needs other than recreation, and have constituted themselves as community councils. In the larger cities, recreation agencies, both public and private, may be pressed to do something about particular problems. In smaller communities where there are few or no agencies, new services are developed on a voluntary basis by committees set up for that purpose.

Some of these have been very

successful and are meeting a real need quite adequately. Many of them, however, have run into difficulties owing to lack of full-time staff which they cannot finance. In the larger cities there are recreational agencies like the Y's, Settlements, or City Recreation Department to which a group of citizens may turn with a request that certain programs and facilities be provided. In smaller communities, where no recreation agencies exist, voluntary effort is the only way out.

During the past few years, governments at the local, provincial, and federal levels have recognized that recreational service in a community is a public responsibility in the same way as health and educational services. Many citizen groups interested in community centres are now looking to the expansion of public provisions to meet these needs. The private agencies are also looking towards such a development since their resources cannot possibly meet the urgent and widespread need. The latter point is well substantiated in the report, *Youth and Recreation* of the Canadian Youth Commission.

As community councils are successful in having specific agencies (public and private), or newly organized voluntary groups, take responsibility for providing the particular services needed, they have a better opportunity for developing as planning bodies. It is at this point that the question of the relation of neighbourhood councils to overall Welfare Coun-

cils (or Councils of Social Agencies) arises.

Relation of Neighbourhood Councils to Welfare Councils

In a paper* presented at the National Conference of Social Work at Buffalo in May, 1946, Violet M. Sieder of Community Chests & Councils, Inc., outlines the function of an over-all community welfare council in terms of current trends. The Council, she says, should be "the over-all planning body for health, welfare, education, and recreation services in the community". Where, then, does the neighbourhood council fit in? In communities where there is an over-all planning body in a Welfare Council (or Council of Social Agencies) are not the functions which the neighbourhood council seeks to fulfill the same as those of the over-all Welfare Council?

In a sense one might say this is true because a community Welfare Council should be responsive to the needs of the neighbourhoods in its area. Many Welfare Councils have found the "neighbourhood approach" to community problems a very practical one, as in the examples quoted above.

Definition of Neighbourhood

But what do we mean by "neighbourhood"? "It is an area with distinct boundaries within which there is a community of interests and activities. It will usually have a common shopping district, local amusements (movies, soda bars, parks, billiard rooms, etc.),

*Published in *Canadian Welfare*, July 15, 1946, under the title "Over-all Planning".

churches which are of service to the immediate community and a population which is supporting these facilities. Its boundaries are not necessarily important car-line streets. These are likely to be the heart of community life as often as they become lines of division between neighbourhoods." This is the definition given by the Inter-Area Committee of the Welfare Council of Toronto which carried on a study for two and a half years. As a result of its work the city has been divided tentatively into eight zones in which there are 118 neighbourhoods.

In the 1943 Report of the City Planning Board a Master Plan is outlined for the development of the City of Toronto for the next thirty years. The Master Plan proposes that the city be divided into districts which will sub-divide into neighbourhoods. "It ought to be possible," says the Report, "for every child to reach its play area or school without crossing dense traffic or finding its way through factories," (p. 18). In planning for the undeveloped areas of Metropolitan Toronto it proposes that the new areas should be developed on the basis of neighbourhoods, so that in addition to housing needs the planning shall also include education, recreation and shopping centres. Hitherto we have thought of the ideal arrangement as living in the suburbs and working in the city. The new concept of groups of neighbourhoods with space for industrial development will make it more feasible to live closer to one's place of work.

Neighbourhood Unit of Social Planning

The neighbourhood is, therefore, not an arbitrary thing. Neighbourhood organization is based on a unit determined sociologically. Its definition in any particular base depends on local conditions. Let us consider the neighbourhood as a unit for social planning in terms of (1) problems, (2) agencies, (3) constituency.

1. Problems The ultimate causes of social problems are, of course, not to be found in the neighbourhood where they occur, but it is in the neighbourhood where their social incidence is best observed. The most effective approach to them is often on the basis of neighbourhoods as units. In the central areas of Cleveland it was found that among other factors a rehousing project helped to check the incidence of juvenile delinquency.

A youngster appearing in juvenile court can be understood in terms of his emotional adjustment and the effect of home and neighbourhood circumstances. The social phenomenon of juvenile delinquency cannot, however, be dealt with merely by treating individual instances. The neighbourhood represents a unit of social living in which *social* factors can be tackled.

2. Agencies Many agencies are organized on a district basis. Our schools, both in rural and urban areas are based on neighbourhood or community lines. So are our public health services. Our Y's, settlements and community centres, in most instances

serve specific neighbourhoods or districts. So do many of our family and child welfare agencies. But although our social agencies must apply their services to a community on a district basis, in over-all community welfare planning it is necessary to see the services of each individual agency or of a group of agencies in terms of the neighbourhood as the unit. An increasing number of agencies, groups of agencies, and Welfare Councils, are developing "neighbourhood projects" in order to improve the effective application of social services.

3. Constituency Effective community organization in planning for social welfare requires the participation of the citizens of the community. The need for lay participation in the making of agency policy is recognized, the need for lay participation (both agency and non-agency) in the work of a welfare council is also recognized. Admittedly, such lay participation is important because the community must have a voice in decisions if they are to be effective.

Social work must have as broad a constituency in the community as possible. What better constituency for community planning is there than the neighbourhood council? What better voice of the community for its welfare?

It is not sufficient to have well-intentioned and even qualified people plan for a neighbourhood unless they are *in* the neighbourhood and *of* it too. A delegate council of representatives from

agencies and organizations as well as key individual citizens can do this. If the purpose of social work is to "enable" people to do things then it must apply to the "community organization" method of social work as well as to case work and group work.

The Neighbourhood Council in Over-all Community Planning

The neighbourhood council can be a very valuable part of organization for planning the social and physical redevelopment of neighbourhoods. The citizens of a community must have the best opportunity possible for participating directly and making decisions regarding their very own neighbourhood. Such citizen participation geared in with the work of the over-all welfare council can make our social planning much more effective in meeting the needs of our communities and can help organizations to take part in a constructive program of action. It can be a significant integrating factor in community life.

Here is an opportunity for teamwork that can result in great benefits to the community. It is being done in several cities in Canada and the United States with interesting results.

There is an appreciable trend on the part of over-all welfare councils to offer professional advice and assistance to neighbourhood councils. In some cities the welfare council (or council of social agencies) provides a full time professional person who gives executive and organizational service to neighbourhood councils.

Independence of Neighbourhood Councils

It must be realized that neighbourhood councils cannot be set up artificially—by someone calling a meeting and “forming” a neighbourhood council. Such efforts can prevent the development of a representative, democratic neighbourhood council for some time. Nor are neighbourhood councils mere adjuncts to over-all welfare councils. In a large urban area there should be some means whereby delegates of neighbourhood councils can meet together on common problems in a co-ordinating committee or association of neighbourhood councils. It is not sufficient in this regard for such representatives to be brought into a committee of the welfare council. They must have full freedom of action.

Ways must be found for relating back to neighbourhood councils problems being studied or acted upon by committees of the welfare council, and for bringing to the welfare council the problems of any neighbourhood.

Community Chests & Councils Study

These and related problems are the subject of a study of the neighbourhood approach to community organization being conducted by Community Chests & Councils,

Inc., New York, under the direction of Violet M. Sieder. As a result of a preliminary survey it has been found that in over 40 American and Canadian cities there are significant developments in this direction. Representatives of welfare councils of many of these cities met at Buffalo at the time of the National Conference of Social Work where a number of these problems were discussed. The general form of the study was agreed upon. It is intended that this study be conducted over a period of time on a co-operative basis. Each of the cities will send in material regarding its local developments. Community Chests & Councils, Inc. periodically will send out kits containing descriptions and evaluations of developments in the cities participating. There was a feeling among those present at the Buffalo meeting that a new and exciting development in community organization is on the horizon.

Suggested Reading:

The Road to Community Re-organization
The Woman's Foundation, New York City
Health and Welfare Planning in the Smaller Community

Community Chests & Councils, Inc.,
New York City

Community Councils, by Murray G. Ross
Canadian Council of Education for Citizenship, Ottawa

Current Trends in Community Organization
Canadian Welfare Council, Ottawa

NEW CONCEPTION OF SOCIAL POLICY

ITs aim is “the well-being of all members of the community so as to enable each one to develop his personality in accordance with the needs of the community and at the same time to enjoy, from youth to old age, as full a life as may be possible.”

—Report of Social Commission, United Nations, January 18, 1947.

Saskatchewan Wades Into Penal Reform

THREE Commissioners, Dr. S. R. Laycock of the University of Saskatchewan, Clarence Halliday of Ottawa, and William H. Holden of Outlook, Saskatchewan, took the first plunge when they accepted appointment on March 1, 1946, to a Royal Commission to investigate the penal system of Saskatchewan. They reported back to the Provincial Government on September 13th, having visited all the institutions in Saskatchewan, and several in Canada and the United States, held public hearings and consultations, studied the Archambault and other relevant reports, and assembled their findings with specific recommendations.

Outstanding among their general recommendations are the following:

Policy

1. Adoption of a preventative and remedial policy for the control of crime and delinquency, including a complete probation service, greater use of parole, and adequate after-care.

Administration

2. Creation of a Division of Correction within existing government departments, headed by a Director of Corrections (with specialized training), who shall be directly responsible to the Minister-in-charge. The Division of Correction should administer and control all jails, boys' and girls' schools, probation services, parole services, and preventative programs.

3. Setting up a classification centre in one of the jails to classify convicts, with sentences of three months or longer, according to the possibilities of

re-education and the amount of security that will be necessary in the institution where they are kept.

4. Appointment of an advisory Board of Correction to visit prisons regularly, reporting to the Director.

5. Payment of prisoners up to a maximum of 10 cents daily, part of which may be spent by the prisoner while in custody, and the remainder held in trust until his release.

6. Discontinue sending prostitutes, alcoholics, and drug addicts to jail for short sentences.

Adult Institutions

7. Change from the present custodial to a rehabilitative and corrective policy.

8. Segregate prisoners according to re-educational possibilities and security needed for custody (as in Recom. 3).

9. Erect a cottage type institution to replace the women's jail, now part of the men's jail, in Prince Albert.

10. Provide a full-time, adequately trained, social worker for each institution.

11. Establish forestry camps in northern Saskatchewan for minimum-security young male offenders.

Juvenile Institutions

12. Replace present industrial school for boys with a new cottage type institution.

13. Build a cottage type institution for girls.

14. Have a full-time, adequately trained social worker at each school.

Probation

15. Make more extensive use of true probation, with a staff of trained social workers, such training to be subsidized by the government.

16. Make fines payable by instalment where the financial condition of the

offenders makes a cash payment impossible.

Parole

17. Secure from the federal government enabling legislation to permit the establishment of a provincial control board, with three members—a lawyer, a sociologist or psychologist, and an employment service worker. Parole officers should also serve as probation officers (See Recom. 15).

After-Care

18. The government should be ready to subsidize and otherwise support any voluntary citizens organization capable of giving assistance to discharges and inmates of penal institutions.

Prevention

19. Set up an Advisory Council for the Prevention of Delinquency, composed of representatives from all provincial organizations concerned.

20. Provide and distribute information on crime prevention and establish training courses for jail personnel.

21. Include in the grade 12 social studies course a unit on causes and treatment of crime and delinquency.

Juvenile Courts

22. Provide an adequate number of specially selected juvenile court judges to deal with delinquents up to the age of 16 years.

Legislation and Administration of Justice

23. Recommend to the Federal Minister of Justice the appointment of a Commission to revise and simplify the Criminal Code of Canada.

24. Increase the salary of provincial magistrates.

25. Restrict the powers of justices of the peace to taking of information and complaints, and issuing of summonses.

In the specific recommendations with regard to institutions, the following indicate the nature of the change aimed at:

1. Higher standards of qualifications for wardens and correctional officers, with higher salary schedules, and the establishing of training courses for such personnel.

2. Appropriations for professional literature for the staff; and visits to conventions and congresses for such personnel.

3. Classification and segregation within each institution to carry out the instructions of the Central Classification Board.

4. Provision for further education for prisoners, including good library facilities, providing both academic and vocational instruction.

5. Establish a recreational and physical fitness program in each institution.

6. More lenient regulations regarding mail and visitors, and the purchase by inmates of personal necessities.

7. Closer supervision of the diet, medical and sanitary facilities with a view to improvement.

8. Appointment of two full-time directors of chaplain services, one Protestant and one Catholic, to supervise weekly services by local chaplains.

9. Provide more financial aid on discharge than now allowed.

10. Provide areas of at least 15 acres enclosed by an industrial fence for each prison, to include buildings and recreation grounds.

11. Principals, teachers and vocational instructors in juvenile institutions be specially qualified, with training courses for such staff to be organized.

12. That pupils be classified within each school for juveniles, and each classification live in separate cottages with a resident "cottage mother".

Throughout, the Commissioners have tried "to avoid both the sentimental and the punitive" approach, as ineffective and costly; to follow instead the scientific

method, involving greater cost at the moment, but substantially less in the long run. They cite statistics from the Archambault Report (as yet not implemented) which indicate the cost to society of an ineffective penal system. A group of 188 prisoners, convicted 10 times or more, had cost the people of Canada for their conviction and maintenance alone, more than \$25,000 each on the average.

Noteworthy too is the fact that in 1942 Canada's total number of

indictable offences was as large as that of Britain, which has four times the population. In the light of these facts, "careful consideration and profound examination" was advised by Chief Justice J. C. McRuer, of the Archambault Commission.

It is that careful examination which the Saskatchewan Report represents—and now offers as a policy guide to the provincial government.

ABOUT



PEOPLE

Enid Chaput goes to the Children's Aid Society of the District of Nipissing. She was at one time with the Montreal General Hospital and during the war was a Senior Reviewer for the Dependents' Board of Trustees.

The Edmonton Community Chest announces the appointment of Edward W. Stibbards as Executive Secretary to succeed Reg. T. Rose, now with the Vancouver Board of Trade.

Dorothy Percy, formerly Secretary of the Health Division of the Toronto Welfare Council, is now Chief Supervisor of Nurses, Civil Service Health Division, Department of Health and Welfare.

Mrs. Libbie Rutherford succeeds Miss Percy as Secretary of the Health Division of the Toronto Welfare Council. She was formerly with U.N.R.R.A. and the V.O.N.

Lillian Newlove, previously with the Toronto Neighborhood Workers Association, is now with the Toronto Wel-

fare Council operating a referral and information service.

Mrs. A. S. Fergusson has succeeded Basil Stark as Regional Director of Family Allowances in New Brunswick.

Jean Christie, Supervisor of Welfare Services for Manitoba, resigned November 16 to be married.

Eileen Phinney succeeds Mrs. Kenneth Hall (now in New York) as social worker at the Psychiatric Clinic of the Dalhousie Public Health Clinic.

Alice Carroll goes to the Field Service Staff of the Social Welfare Branch, B.C., after four and a half years in Great Britain, and will work as a Supervisor in the Psychiatric Division.

Donald Ricketts, formerly with the Vancouver C.A.S. and the R.C.A.F., has been appointed to the Psychiatric Division of the Social Welfare Branch in British Columbia.

The retirement of Judge Hamilton, Winnipeg Juvenile Court Judge for twenty-one years, has been announced.

He will be succeeded by Emerson J. Heaney, Crown Attorney with the Manitoba Provincial Government since 1930.

Two graduates of the Manitoba School of Social Work have gone to Regina, Lois M. Manson to the Regina Welfare Bureau, and C. A. O'Neil to the Regina C.A.S.

Acting Executive Secretary of the Children's Aid Society of Western Manitoba is Miss Mildred Crawley, secretary treasurer of Manitoba's Association of Children's Aid Societies. She succeeds Mrs. David Stevenson who has joined her family in Montreal.

The University of Toronto School of Social Work has announced the following changes in its faculty: Mr. Bertram H. Gold, Assistant Professor of Social Work, has resigned to accept a position as head of the Y.M.H.A. of Newark, N.J., and vicinity. Due to the specialized program of training established by him and the collaboration of several group work agencies in Toronto, nineteen students are specializing in recreation and group work.

Miss Opal Boynton, formerly Program Director of the National Y.W.C.A., New York City, and Field Supervisor for the School for the fall term, 1946, has been appointed Lecturer in Social Work for the spring term 1947, to replace Mr. Gold. Miss Molly Donaldson, who has had graduate training in group work, and Miss Ann Hurd from the Portland Council of Social Agencies, have been appointed as training supervisors. Mr. Malcolm G. Taylor, who has just completed graduate study in public administration for the Ph.D. at the University of California, has been appointed Lecturer in Social Work. Miss Violet Tenant, formerly General Secretary for the Y.W.C.A. in Ottawa, has been appointed Special Lecturer in Social Work to handle one course for the spring term, 1947, in addition to pre-

viously arranged duties as Field Work Supervisor. Dr. Trevor Owen, Associate in Medicine and Clinical Medicine, and Special Lecturer in Health Education in the University of Toronto, and Head of the Out-Patient Department of Toronto General Hospital, has been appointed Special Lecturer in Social Work to offer the course in "Medicine and Social Work".

McGill University has appointed Miss Barbara E. Judkins as Assistant Professor in the School of Social Work. Miss Judkins received her B.A. from Smith College and her M.S.W. from the New York School of Social Work. Her professional experience includes work in child welfare, family case work, and nine years psychiatric social work with the Hartley Salmon Clinic, Hartford, Conn.

The Department of Veterans Affairs have released the news of a number of appointments to social work positions. Elsie Lawson, M.B.E., leaves the Dependents' Board of Trustees to become a Social Service Field Consultant and is in London, England, to help with the problems of dependents of ex-servicemen who are still overseas. James F. Lovett and B. N. Talbot, formerly with the Directorate of Social Science, become District Supervisors at Halifax and Calgary respectively. Maurice Painchaud and Norman Knight, the latter of the Toronto Department of Public Welfare, take the same positions in Quebec and Toronto, and Jean Morrison of the Dependents' Board of Trustees assumes the same position in Saint John. Appointed to medical social work positions are Alice Lepine, Helene Lambert, of Montreal, Charlotte Mattar of Halifax. Social work positions are being filled by Adrienne Mathieu, Fredda Peden, and Betty Kobayaski at Montreal, Helen Parsons at Toronto, Edith Owen at London, Helen Smith at Winnipeg, and Mrs. M. M. Kelly at Saskatoon.

A C R O S S C A N A D A



Moncton, N.B. Congratulations to Moncton, which reports formation of the Moncton Welfare Society. It will function as a Community Welfare Council to work in co-operation with anticipated municipal welfare developments. This new agency is the result of more than ten years of patient work by local voluntary groups reinforced by a survey and field visits by the Canadian Welfare Council staff.

Old Age Old Age pensioners in B.C. will receive a \$5.00 cost of living bonus retroactive to January 1 of this year. This bonus, the second to be granted by the Province, will bring the monthly allowance to \$35.00, of which B.C. will pay \$16.25 and the Federal Government \$18.75.

Housing Hamilton Citizen's Housing Association has been formed as one more indication of the growing feeling that the housing problem is everybody's responsibility.

Figures released in Toronto about the Regent Park area there indicate that a district with "slum pockets" costs eight times as much for fire protection and welfare services as a typical residential district of the same size.

Child Welfare Dr. M. F. Mayer, head resident of Belle Faire, a large boys' institution at Cleveland, Ohio, has been making a survey of Winnipeg's in-

stitutions for child care and protection under the auspices of the Winnipeg Council of Social Agencies. Belle Faire is a "cottage plan" institution with group workers, case workers, and house parents operating as a team.

Summerhill House, founded in 1822 and operated by the Montreal Protestant Orphan's Home, and the Ladies Benevolent Society, founded in 1815, two child care institutions under Montreal's Welfare Federation, have amalgamated and are planning the erection of a new building.

Social workers in Vancouver will benefit early in March by a three-day institute on the "Treatment of the Emotionally Disturbed Child". Miss Lillian Johnson, Director of Ryther Child Centre, Seattle, Wash., will lead the institute which will be under the auspices of the Department of Social Work of the University of British Columbia.

Interpretation Vancouver is happy about an Institute for Board members, held February 10 and 11, which was sponsored jointly by the Junior League of Vancouver and the Community Chest and Council.

Calgary is holding a series of six evening sessions which is described as a Volunteer Executive Short Course. A number of out-of-town speakers will be used to cover specialized fields, such as child wel-

fare, public welfare, and community co-ordination, and each session will include a discussion of some topic such as duties of committees, officers, reports, Board meetings and so on.

A series of community service radio programs on child guidance and family welfare is being presented by the Hamilton Council of Social Agencies. They also anticipate a Public Relations Institute for staff and board members to be held some time this spring.

A Good Job The Citizens' Rehabilitation Committee of Regina has undertaken, in co-operation with existing agencies, two interesting and important projects:

1. The Maple Leaf Hostel, formerly occupied by Anglican Missionary teachers, has been operated since April 1, 1946, as a hostel for ex-service girls, and sixty young women have been accommodated regularly. Furnishings and equipment were supplied by the Anglican Synod and the Department of National Defense. The project is under the administration of the Young Women's Christian Association.
2. The United Services Hostess Club has been operated since April 1, 1946, under the joint auspices of the Citizens' Rehabilitation Committee and the Young Men's Christian Association. The Committee has received financial support for this project from the Regina War Services Committee and local Service Clubs. The Club is al-

most entirely self-governed and the members assist in the Canteen several nights a week. Activities include: A Couple's Club, Cooking Classes for War Brides, Sunday Fireside, A Radio Forum listening and discussion group, Competitive Table Games, Dancing, etc.

Calgary reports a similar development with Loughheed House, a former C.W.A.C. barracks, being operated by the Y.W.C.A. to house single and transient girls and women. The city provided the house at a nominal rental, the staff of the Blue Triangle Leave Centre was transferred to operate it. The Army redecorated it, and equipment and furnishings were donated.

Conferences Preparations are well under way for the Western Regional Conference on Social Work to be held at Regina April 22 and 23. This Western Conference, to be held for the first time, has grown out of Manitoba regional conferences formerly held alternately with the Canadian Conference and sponsored by the Winnipeg Council of Social Agencies.

Mental Hygiene Community planning for better Mental Health Services has resulted in the setting up of the Mental Hygiene Development Board in Hamilton. Dr. H. S. Stewart, President of the 1948 Canadian Conference to be held in Hamilton, is one of the members. One of the first activities of the Board will be to help arrange lectures in mental hygiene, which are to be given for nurses, teachers and social workers.

BOOK



REVIEWS

STUDY OF THE SITUATION OF THE AGED IN VANCOUVER. Report of a Special Subcommittee of the Committee on the Care of the Aged, Welfare Council of Greater Vancouver, 649 Seymour St., Vancouver, B.C. 1945. 20 pp.

This study covers briefly the legislation on the Federal, Provincial and Municipal levels as it affects the different types of care required by people in this age group. It contains a survey of the facilities available in that community to meet the needs from a maintenance, health and recreational point of view. It is written under six general headings.

In collecting the material the committee sought the participation of people in need of one and/or the other services by the use of a questionnaire, a copy of which is appended to the report.

The Federal legislation under the Old Age and Blind Pensions Act and the War Veterans (and Widows) Allowance Act allows for maintenance grants based on the 'Means Test'. The difference in the benefit rates of these two Federal Acts is brought out in the Report.

There is a resume of the enabling legislative action brought in by the Province of British Columbia. In this Province the Act is administered by an Old Age Pension Board within the Department of the Provincial Secretary. The

services offered under it are brought into close relationship with the other social services offered by the Province. The integration of this service is explained in the first part of the report.

Other legislative acts are reviewed. The Social Assistance Act of the Province, the Residence and Responsibility Act, the Parents' Maintenance Act, and certain Acts covering health care and welfare. Two of these are of special interest in dealing with the Aged, one that of the Welfare Institutions Licensing Act, and the other the Health Act. The provisions under these Acts give the authorities power to guard against exploitation, and to protect old people who are unable to care for themselves.

The survey made of the different kinds of accommodation available in the City of Vancouver covers the needs of the aged under four groupings: A—The Active; B—The Semi-Active; C—The Inactive; D—The Senile. In it are described the Old Age Homes and Institutions operated by the Province, the City and private philanthropic groups. Reference is made to the Commercial Boarding and Nursing Homes and the prohibitive cost from the Old Age Pensioner's point of view. Although it states that there is a greater need (and there are statistics to show this) one cannot but be impressed with those Homes accommodating small num-

bers operated by different Churches and community groups, and providing comfortable homelike surroundings.

The concern of the Committee over the difficulties which those in Group A have to face in living in the community has been substantiated in the findings from the questionnaire. Housing is a major problem for the aged who can look after themselves in the community. Health care has also to be arranged for them. Services to meet health care needs are offered Old Age Pensioners who have the privilege of consulting a doctor of their own choice. There is an over-all picture of how special medical and surgical needs are met and a list of those still lacking.

The last section of the report deals with Recreational Facilities. It shows the success of group activities among the Aged and the inclusion of them in the Church and community. There is also reference to an Old Age Pensioners' Association, an official organization with Provincial and City offices. It is noted that where community centres were accessible, they were used by old people.

The amount of work which went into this report cannot be estimated unless it is carefully read. There is a great deal of information that will help in planning for the care of the Aged. The responsibility the Province of British Columbia has taken in administering the Old Age Pension Act on a social service basis at the local level could well be a pattern followed by other Provinces.

It is hoped that the Committee will see its way to add material on the case work services extended in the City Social Service Department. The philosophy of work with the Aged is implied in the report in the attempt at individualization and understanding their needs, whether in the institutional or community settings.

GRETTA ANDREWS,

District Secretary,

Family Welfare Association, Montreal

EVALUATING THE FIELD WORK OF STUDENTS, by Rosemary Reynolds. Family Service Association of America, New York. 58 pp.

This pamphlet is the result of a study made by four supervisors in the Community Service Society in New York. The aim is to find a more objective way of approaching the whole field of student evaluation. Taking criteria familiar to all of us as basic elements in the competent case worker, Miss Reynolds attempts to measure the degree of skill we can expect the student to show in each area at specific points in his field work experience.

There are several weak points in the study which suggest that the material may prove more stimulating than immediately helpful to supervisors. First, the limits of the pamphlet form preclude any correlation between the student's development in the field and his knowledge of case work theory concurrently being taught in the school, and the latter, of course, differ from area to area. Secondly, there is no attempt to present a

philosophy of how and why an individual learns, grows, and changes in a new professional experience. The reader is conscious of a certain rigidity in the discussions of how the average student reacts at each point of his field work, although the author guards herself against such accusations by consistently pointing out that the standards she sets up must be modified for the individual student. The reader is left, however, with a feeling that more recognition of the dynamics of the learning process might have resulted in a more rewarding analysis of what happens at each stage of growth.

Student supervisors, who tend to be as anxious about the business of evaluations as are students, will overlook some of the flaws of this pamphlet and welcome it as a real stimulus to their own efforts to approach evaluation more objectively and more helpfully to the student.

MARGOT GREENE,

Student Supervisor, Jewish Family and Child Service, Toronto.

THE USE OF RESEARCH BY PROFESSIONAL ASSOCIATIONS IN DETERMINING PROGRAM AND POLICY.
by Esther Lucile Brown. Russell Sage Foundation, New York. 1946. 39 pp. Price 25c.

This pamphlet provides an analysis of research, on problems relating to program and policy, undertaken by a number of American professional associations, notably those of librarians, teachers, doctors, nurses, dentists, engineers

and lawyers. The author is director of the Department of Studies in the professions of the Russell Sage Foundation and is well known to social workers in both Canada and the United States for her stimulating book on the profession of social work.

While social work is not among the professions discussed in the pamphlet, the experience of other professional associations is frequently analogous and a study such as this is productive of many fruitful comparisons. Miss Brown deplores the fact that professional associations "have lagged in any extensive area of research" and makes a plea for the recognition by them of their responsibilities in this matter. Social workers may well ponder the comment that "Probably nothing relating to the professions comes as such a shock to the representative of the public interest as the failure of most professional associations to be continuously concerned with scientific planning for the distribution of adequate services in all areas. . . . Considerable research has been devoted to salaries and fees. Professional interest . . . however, has been centered predominantly upon what the profession will receive as compensation for its services, rather than upon the larger issue of how society can purchase the requisite amount of professional services at a figure which guarantees reasonable remuneration to those persons who provide the services." It is true that the majority of social services are not, under present conditions, directly 'pur-

chased' by their consumers. Yet it may well be queried whether professional social workers have not a direct concern with the consequences of inadequate distribution of personnel properly qualified to provide such services. To some extent, of course, studies on these and related problems have been made by the Canadian Association of Social Workers and by the Canadian Schools of Social Work. Yet much remains to be desired in the extension of research studies of this sort in social work and in other professions in Canada. Library, medical and dental services are, for instance, deplorably lacking in many rural districts in this country.

The pamphlet concludes with a reference to the lack of provision, in most centres, for co-operation and joint planning, both for study and action, between various professional associations, to the detriment of society at large and of the professions—a lack which the Interprofessional Association made some attempt to remedy. The desirability of joint planning of the sort referred to need not be laboured, save that co-operation such as this is all too commonly conspicuous by its absence, and, as Miss Brown points out, such joint planning and action "cannot be performed with wisdom unless preceded by painstaking but imaginative research."

This little pamphlet serves as a reminder of the great and continuing need for research—a need even more marked in Canada than in the United States—by profes-

sional associations of various sorts on a variety of questions of mutual concern to them and to the public at large, if professional programs are to make the contribution that they should to the well-being of the community.

M. ELISABETH WALLACE,
*Lecturer in Social Work and Research
Associate, University of Toronto.*

CAUSES OF PREJUDICE, by
John R. Seeley, Toronto, Young
Men's Committee, National
Council of Y.M.C.A.'s in Canada.
1946. 15 pp. Price 10 cents.

In his challenging articles in *The Nation* last July, Dr. Brock Chisholm blamed the persistence of many of our acute social problems on adult man's inability to think, clearly and objectively, about a whole range of important topics. This ominous inability to apply human intelligence where it is most needed is pre-eminently due to acquired prejudice and bias. Nothing could therefore be more timely than this little pamphlet, in which Mr. Seeley has exposed the nature of these mental blinders and explained how we get them and how they work. He discusses in condensed but readable form all the chief psychological and social factors involved—the economic background of prejudice, the ignorance on which it feeds, the hostility that is born of frustration and the myths that serve to rationalize it. And he does all this in some twelve pages.

There is at present an unprecedented interest among young Canadians in all types and manifesta-

tions of prejudice, and a good deal of literature on the subject is available. *Causes of Prejudice*, short as it is, must be given a high place among these materials. The author presents all the necessary facts in popular and persuasive fashion, does it without sacrifice of scientific accuracy, and ends with ten commonsense suggestions for combatting prejudice in ourselves and in the community. The National Council of the Y.M.C.A. deserves gratitude for publishing his paper, and I hope that it will have a very large circulation.

J. D. KETCHUM,

Department of Psychology, University of Toronto.

COUNSELLING AND PSYCHOTHERAPY, by Carl W. Rogers.
Houghton Mifflin Co. 1946. 450 pp. Price \$3.60.

This book is an able presentation of a useful technique of psychotherapy which has a definite place in the methods of a guidance clinic, mental hygiene service and other organizations which are not content only to treat symptoms or the environment of patients.

Some of the dangers of aggressive, direct therapy and too early and too frequent interpretation of mechanisms, a failing of the inexperienced and poorly trained therapist are discussed.

While this form of therapy or counselling as presented by the author appears deceptively easy, it should be used and be most successful when used by the well-trained therapist. The inexperienced person using this technique should be under competent supervision for there are dangers for the patient in its misuse.

According to the author, a complete case history is not imperative but the clinic or agency would be wise to obtain one for its own protection in selecting its cases as well as for the choice of therapist for the patient and for a better understanding of the material brought out by the patient in contact with the therapist.

A. RALPH SCHRAG, M.D.,

Assistant Superintendent, Provincial Mental Hospital, Oliver, Alberta.

WAR CHARITIES ACT

AS OF February 1, 1947, the administration of the War Charities Act and the Voluntary Relief Division go to the Department of National Health and Welfare, Ottawa. This announcement will meet with general approval, as a social point of view in connection with the War Charities Act is needed just as urgently today as it was when the volume of work referred to it was much greater.



Among the Publications Added to the Council Library

Care of the Unmarried Mother and Her Child, N. W. Philpott, M.D., and Christina F. Goodwin. Reprint from "The Canadian Medical Association Journal," No. 55, 1946. 6 pp.

Report of the Commission on Christian Marriage and Christian Home. The Board of Evangelism and Social Service and the Board of Christian Education of the United Church of Canada, 299 Queen Street West, Toronto 2B, Ontario. 166 pp. 1946. 15 cents.

Dollars and Sense — Family Budget Guide. Indianapolis Council of Social Agencies, 901 Lemcke Building, Indianapolis, Indiana. 1946. 19 pp. \$1.00.

The Development of Social Service in Great Britain, 1939-1946. National Council of Social Service, 26 Bedford Square, London, W.C.1, England. 15 pp.

The Use of Research by Professional Association in Determining Program and Policy, Esther Lucile Brown. Russell Sage Foundation, New York City, N.Y. 1946. 39 pp. 25 cents.

The Competent Secretary, H. J. Russell. MacMillan Company of Canada Ltd., Toronto, Ontario. 1944. 257 pp. \$1.25.

An Outline of Trade Union History in Great Britain, The United States and Canada, Margaret Mackintosh. Department of Labour, Ottawa, Ontario. 1946. 31 pp.

Report of the Care of Children Committee (Curtiss Committee). His Majesty's Stationery Office, London, England. 1946. 195 pp. 3s.

Reprint Packet for Members of the Research Council on Problems of Alcohol. The Research Council on Problems of Alcohol, 60 East 42nd Street, (Room 812), New York City 17, N.Y.

CONTENTS

Alcoholism is a Sickness, Herbert Yahraes. Public Affairs Pamphlet No. 118. Public Affairs Committee, Inc., 30 Rockefeller Plaza, New York City 20, N.Y. 1946. 32 pp. 10 cents.

Alcohol as a Preventive of Experimental Neuroses, Jules H. Masserman, M.D., and associates. Reprint from "Quarterly Journal of Studies on Alcohol," Vol. 6, No. 3, December, 1945. 19 pp.

Some Economic Aspects of Alcohol Problems, Benson Y. Landis, Ph.D. Reprint from the "Quarterly Journal of Studies on Alcohol," Vol. 6, No. 1, June, 1945. 44 pp.

Chronic Alcohol in Industry, Ethel M. Spears. Reprint from "Conference Board Management Record," May, 1946. 2 pp.

Honour List

Making bricks without straw was a task that the Children of Israel found impossible in the pre-Christian era. The atomic age has brought many new developments but has found no way of meeting this ancient problem.

Getting out eight magazines a year involves much activity in the brick-making field and a corresponding need for the straw of authoritative articles, book reviews, reports, and news items. The following is a list of the busy people who by their contributions during the past year created Volume XXII CANADIAN WELFARE. We thank them.

Allan, Jessica A., Montreal	Mayo, Leonard W., Cleveland
Andrews, Gretta, Montreal	McRuer, Hon. James C., Toronto
Anguish, J. M. Brantford	McTaggart, Jean, Hamilton
Armstrong, Alan H., Ottawa	Moss, Kathleen H., Ottawa
Beaudry, Marthe, St. Sylvere, P.Q.	Mowat, Alex S., Halifax
Bradley, Winnifred L., Toronto	Neighborhood Workers Association, Delegates to Buffalo Conference, Toronto
Casselman, Paul H., Ottawa	Parks, Rev. J. D., Toronto
Clark, Clare Wilson, Toronto	Parney, F. S., M.D., Ottawa
Croll, David A., M.P., Toronto	Popenoe, Paul, Los Angeles
Davidson, George F., Ottawa	Pembroke, Genevieve L., Montreal
Davies, Blodwen, Markham, Ont.	Richardson, Elizabeth N., Edmonton
Dillick, Sidney, Pittsburgh	Schrag, A. Ralph, M.D., Oliver, Alta.
Danlop, Edward, Ottawa	Sieder, Violet M., New York
Edwards, Amy B., Vancouver	Smit, Eric I., Montreal
Fleming, Mae, Ottawa	Smith, C. E., Winnipeg
Greene, Margot, Toronto	Soward, F. H., Ottawa
Griffin, Eileen B., St. Anne de Bellevue, P.Q.	Sparling, Rev. J. Grant, Belleville
Guillemette, Rev. Andre M., o.p., Montreal	Stewart, V. Lorne, Toronto
Harris, Francis, Ottawa	Supervisors, Social Assistance Branch, British Columbia Department of the Provincial Secretary, Vancouver
Hendry, Charles E., Toronto	Thomas, Elizabeth V., Vancouver
Jones, John W., London	Tremblay, Judge Thomas, Quebec City
Josie, Gordon H., Ottawa	Wallace, M. Elisabeth, Toronto
Josie, Svanhuit, Ottawa	Warneford, Lorna T., Saint John, N.B.
Ketchum, J. D., Toronto	Whiteway, Louise, St. John's, Nfld.
Kidd, John P., Ottawa	Whitton, Charlotte, C.B.E., Ottawa
Lansdowne, Rosemary, Vancouver	Wilson, Cairine, Ottawa
Lindeman, Eduard C., New York	
Mackintosh, Margaret, M.B.E., Ottawa	
Maines, Joy A., Ottawa	
Maxwell, Wilbur F., New York	

News about community developments, staff changes and so forth have been received from many people, and, while it is impossible to list all of them, we are no less grateful for their efforts.

